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ABSTRACT

This report to the California Governor and legislature reviews the proposal submitted by the Southwestern Community College District (SCCD) (California) to establish a state-approved educational center in Otay Mesa, to be known as the Southwestern Community College's Higher Education Center at Otay Mesa. The proposed state-supported center allows the district to effectively serve, by 2015, approximately 2,740 full-time equivalent students (FTES) in the ethnically diverse and growing communities of southern San Diego County. SCCD serves the southern part of the San Diego urban area. The proposed center will serve students from San Diego's south bay area, where the median income is $36,500, compared with $46,500 for the county as a whole. The majority of jobs in the area are in the services and trade, with relatively few jobs in technology industries. The area population is 56% Latino, with 16% of the population aged 20-29. Headcount enrollment reached 17,800 in 2000, up nearly 6% from 1998. Enrollment is expected to reach 23,000 by 2010. The district's existing sites are either at capacity or are inconveniently located. The California Postsecondary Education Commission, which provides independent analysis of the costs and benefits of proposed projects, accepted the center proposal and recommended its authorization by the state. Review guidelines and research data appended. (NB)

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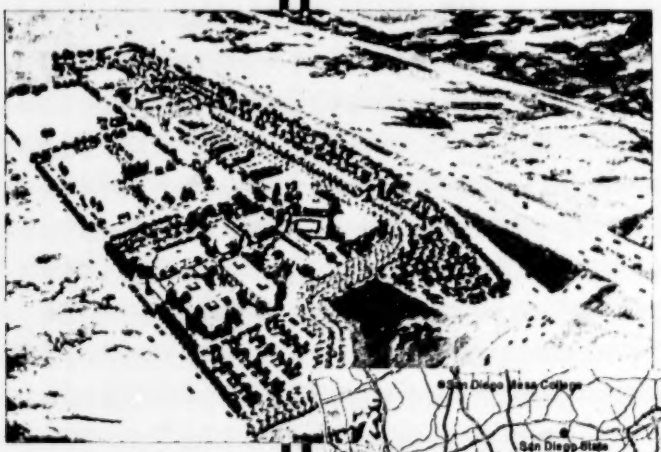
The Otay Mesa Higher Education Center



An Off-Campus Facility of the Southwestern Community College District

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

JUNE 2002

COMMISSION REPORT 02-09

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Summary

This report reviews the proposal by the Southwestern Community College District to establish the Higher Education Center at Otay Mesa to serve an ethnically diverse and growing population in the southern San Diego County communities of San Ysidro and Otay Mesa. The new center replaces a smaller community college facility that has operated in the in the area since 1991.

Because the Southwestern Community College District's main campus near Chula Vista is a t capacity and is not reached easily by many area residents, the Otay Mesa center will serve the region where most of the district's overall growth is expected to occur during the remainder of the decade. The population in this area, known as the South Bay, is 56% Latino, and many students there are limited- or non-English proficient The new center is expected to serve some 2,740 students by 2015.

This report was reviewed by the California Postsecondary Education Commission at its meeting in June 2002. It has been added to the Commission's Internet website and is accessible electronically to the general public. The address is www.cpec.ca.gov Additional copies of this and other Commission reports may also be obtained by e-mail at PublicationRequest@cpec.ca.gov; or by writing the Commission at 1303 J Street, Suite 500, Sacramento, Ca. 95814-2938; or by telephone at (916) 322-9268.

The Otay Mesa Higher Education Center

An Off-Campus Facility of the Southwestern Community College District

A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Suite 500 • Sacramento, California 95814-2938

COMMISSION REPORT 02-09
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1 Conclusions and Recommendations

Summary of the proposal

This report reviews the proposal submitted by the Southwestern Community College District (SCCD) to establish a State-approved educational center in Otay Mesa to be known as the Southwestern Community College's Higher Education Center at Otay Mesa. The district currently operates a small educational outreach operation in San Ysidro. Situated on a former restaurant site near the U.S/Mexico border, this off-campus facility is operating at capacity, limiting the district's ability to expand educational services to its southern service area. The proposed Higher Education Center at Otay Mesa allows the district to effectively serve the ethnically diverse and growing communities of southern San Diego County.

Specific proposals are as follows:

- Establish a State-supported educational center that will serve approximately 2,740 full-time-equivalent students (FTES) by 2015.
- Provide greater access to higher educational opportunities for an underserved population residing along the district's border communities and improve the college attendance rates in the region.

Issues and conclusions

Pursuant to its statutory mandate and its capacity as the State's long-range planning advisor for higher education, the California Postsecondary Education Commission offers the governor and the Legislature the following conclusions on the advisability of the district's proposed Higher Education Center at Otay Mesa:

The Commission finds that the proposal submitted by the Southwestern Community College District for the Higher Education Center at Otay Mesa has met the review criteria established by the California Postsecondary Education Commission for a new educational center.

Recommendation

The Commission recommends to the Office of the Governor and the Legislature, pursuant to its statutory responsibilities contained in Sections 66903 and 66904 of the Education Code, that the State authorize the development of the Higher Education Center at Otay Mesa as a State-supported educational center of the Southwestern College campus. This recommendation is made with the understanding that:

Although the Commission accepts the proposed academic plan for the Higher Education Center at Otay Mesa, such acceptance should not be interpreted as Commission approval of each particular academic program that the district may seek to implement at the Otay Mesa Center. The Commission will continue to review all proposals for specific

certificate and degree programs under its guidelines for program review codified in its 1981 report, *The Commission's Role in the Review of Degree and Certificate Programs.*

2 Background to the Proposal

Commission role

The role of the Commission in overseeing the orderly growth of California's public higher education is based on provisions of the State's education code and can be traced to the inception of the State's Master Plan for Higher Education. This document and subsequent legislation contained in the Donahoe Act, assigned to the California Postsecondary Education Commission, and to its predecessor, the Coordination Council for Higher Education, the responsibility for advising the Legislature about the need for new colleges and university campuses and off-campus centers. The Commission's function as a statewide planning and coordinating agency for higher education makes it uniquely qualified to provide independent analysis of the costs and benefits of proposed projects and it has played an important role in ensuring that new campuses develop as viable, high quality institutions.

The Commission has exercised this responsibility on a continual basis since 1974. Recent examples of such reviews include California State University San Marcos, California State University Monterey Bay, the University of California at Merced, the new Folsom Lake College in the Los Rios Community College District, California State University Channel Islands, the Center for Agriculture Science and Technology in the Sequoias Community College District in Tulare County, and, most recently, the West Hills College at Lemoore in the West Hills Community College District. While the Office of the Governor and the Legislature maintain the ultimate authority to fund such new institutions, they have relied on the Commission's recommendations in making such decisions.

Education Code section 66904 expresses the intent of the Legislature that sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission.

This section states:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California Community Colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition or construc-

tion of non-State funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission.

The Commission's review process

The Commission first adopted policies relating to the review of proposed campuses and educational centers in 1975. The most recent revision is contained in the Commission's publication, *Guidelines for Review of Proposed University Campuses, Community Colleges and Educational Centers* (CPEC, 92-18). These guidelines define the criteria by which Commission staff analyzes new campus proposals, focusing particularly on the issues of enrollment demand, geographic location, possible alternatives, and projected costs. Academic planning, service to disadvantaged students, and the effect on other institutions are also part of the Commission's analysis. A copy of the Commission's guidelines is included as Appendix A.

The Commission's review process is organized in two phases. The first involves a "Letter of Intent to Expand" in which a system notifies the Commission of an identified need and intention to expand educational services in a given area. The Letter of Intent provides preliminary information about the need for and scope of the proposed project. This phase of the review process permits the Commission to comment on a proposal and identify issues before the system engages in significant planning and development activities. The Commission's guidelines call for a Letter of Intent to include the following items:

1. A preliminary 10-year enrollment projection;
2. The approximate geographic location of the proposed campus or educational center;
3. The prioritization of the proposed campus or center within the system's long-range plans;
4. A time schedule for development of the new campus;
5. A tentative 10-year capital outlay budget starting on the anticipated date of the first capital outlay appropriation;
6. A copy of the resolution of the governing board authorizing the new campus or educational center; and
7. Maps of the area in which the campus or center is to be located.

The second, and arguably most critical stage of the review process occurs when a system submits a formal analysis of the need for the proposed campus or educational center. A Needs Study must include a long-range enrollment projection for the project and addresses programmatic alterna-

tives, academic planning, needed funding, and the potential impact of the campus on the surrounding community and neighboring institutions. A complete Needs Study also includes a copy of the final environmental impact report and the academic master plan. Enrollment projections must have the concurrence of the Demographic Research Unit of Department of Finance before the Needs Study can be considered complete.

In reviewing a Needs Study, Commission staff looks for proposals to answer the following questions:

1. Are the enrollment projections sufficient and reasonable?
2. What are the programmatic alternatives?
3. What outreach and support services will be provided to disadvantaged and under-represented groups?
4. Is the academic plan appropriate and justified?
5. What are the capital and operational funding needs?
6. What was the process for site selection and were alternative sites adequately considered?
7. What are the geographic and physical accessibility issues, if any?
8. What is the potential environmental and social impact of the new institution?
9. What, if any, are the anticipated effects on other institutions?
10. What economic efficiencies will be gained by the new institution?

Proposal history

The present site of the Southwestern College was established in 1961 and is strategically located in geographical center of the district, allowing the district to effectively provide higher education access within reasonable distances from most southern San Diego County communities in its service area. The explosive growth and changing demographics of its border communities of San Ysidro and Otay Mesa, however, continues to challenge the district's mission to effectively serve the educational needs of all its communities.

Prior to the mid 1980s, San Ysidro area residents seeking higher educational services commuted north to either the districts' National City education center or to the main campus in Chula Vista. Commute times to these facilities deteriorated over time as more people settled the relatively affordable border communities. This surge in population growth exacerbated the areas' demand for higher education. However, access to higher education proved elusive for many students.

A majority of the area's new residents spoke Spanish as a first language. Many occupied low-skilled jobs. For these low-income, place-bound residents relying on public transportation, the Chula Vista campus and National City center remained as distant as their native towns in central and southern Mexico. Even nonplace-bound students with access to private transportation faced barriers in accessing these facilities. The area's main north/south transportation arteries became increasingly congested and physical capacity at National City and Chula Vista decreased as a result of district-wide burgeoning demand. It became clear to district planners that the need for a more effective access strategy rested on the development of a new educational center in the San Ysidro/Otay Mesa area.

The first opportunity to implement the district's vision of an educational center in San Ysidro came some 20 years ago. As the result of a tragic and well-publicized incident, the McDonald's Corporation razed its San Ysidro restaurant and donated the land to the city of San Diego. The city, in turn, sold the .73-acre site at a substantially below-market rate to the Southwestern Community College District in 1988. That same year, the district moved a temporary building to the site and offered educational services in the fall, enrolling 344 students.

Today, the very modest 7,530 square feet of space is divided into seven classrooms, a reading and language lab, computer lab, and two offices. In response to increased demand, the district instituted all-day scheduling. In the fall of 2001, the center enrolled 2,200 students -- a 640 percent enrollment increase since its 1988 -- in early morning, late evening and Weekend College courses. The intense facilities utilization rate and extended course offering requires the rotation of 80 full-time and part-time faculty into the overcrowded facility. Facing a severe shortage of physical capacity for staff and faculty and the availability of space for administration, library and student services, the district justifiably express concerns in its ability to provide services in the San Ysidro/Otay Mesa.

The California Community Colleges' Board of Governors correctly anticipated the need for additional capacity as early as 1991. In examining historical enrollment rates and projections for the border area of the district, the Board of Governors noted in its *1991 Long Range Capital Outlay Plan* the need for a district "southern center" by the mid-term period (1995-2000).

Establishing a new educational center in the border area presented an opportunity for the district to build upon its San Diego State collaborative model operated at the district's National City Center. The district's collaborative model received a boost from the California Legislature in September 2000 with the passage of Assembly Bill 2323. AB 2323 provides $1.0 million in seed money for acquisition costs associated with the development of a district collaborative educational center with the Sweetwater Unified High School District and San Diego State University. The Legislature appropriated the seed money in the California State Univer-

sity budget and specified that such funds must be used jointly and only upon compliance with certain proscribed conditions. Assembly Bill 2323 assigns to Commission and Department of Finance the responsibility for ensuring compliance with the mandates.

At this writing, Southwestern Community College District is finalizing negotiations with San Diego State University over the use of AB 2323 planning funds and the intersegmental academic and administrative arrangements planned for the Otay Mesa Center. Discussions between the Southwestern Community College District and California State University are positive and ongoing. Commission staff will include more detailed information about the agreement at this meeting.

The California Community Colleges Board of Governors approved the Southwestern Community College District request to establish a state-approved educational in Otay Mesa in November 2001. This follows the Letter of Intent approved by both the California Community College's Chancellor's Office (July 1999) and the Commission (October 1999).

3 Demographic and Geographical Context

SOUTHWESTERN COMMUNITY COLLEGE DISTRICT (SCCD) serves the southern part of the San Diego urban area. The district's main campus is in the eastern suburbs of Chula Vista. The district has teaching centers in National City to the north and San Ysidro in the south near the California and Mexico border. Display 3.1 provides a map of the district and the location of the proposed educational center in Otay Mesa in relation to neighboring facilities.

Display 3-1 District Map Illustrating The Site of The Proposed Higher Education Center at Otay Mesa

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The proposed center will serve students from San Diego's south bay area, consisting of San Ysidro, Imperial Beach, and newly developing suburbs east of Interstate 905. Median household income in this part of the county is $36,500, compared with $46,500 for the county as a whole.

The majority of jobs in the area are in services and trade, as is the case in most urban areas. Compared with the county as a whole, a higher proportion of jobs in the area are in government and in wholesale and retail trade. The area has relatively few jobs in the well-paid high technology industries that have driven economic growth in other parts of the county. Display 3.2 details the economic and demographic statistics of the South Bay -- a region defined by the San Diego Association of Governments that includes Imperial Beach, the San Ysidro portion of the City of San Diego and some incorporated area east of San Ysidro.

Display 3-2 Economic and Demographic Statistics

	South Bay	San Diego County
Population		
Total, 2000	12,314	2,911,468
Growth since 1990	10.6%	16.6%
Percent Latino	56%	25%
Percent aged 20–29	16%	15%
Employment		
Total	21,299	1,091,190
Agriculture, mining	–	1%
Construction	1%	4
Manufacturing	12	11
Transportation, utilities	8	3
Wholesale trade	10	4
Retail trade	22	17
Finance	3	5
Services	17	28
Government	25	17
Military	1	9
Median household income	$36,470	$46,503

The population of the San Diego South Bay region is 56% Latino, compared with 25% for the county as a whole. A significant proportion of the Latino population do not speak English fluently. In the Sweetwater Unified High School District, 25% of students are limited-English proficient or non-English proficient.

Enrollment in the Southwestern Community College District has grown steadily in recent years. Headcount enrollment reached 17,800 in 2000, up nearly 6% from 1998. Latino students account for 56% of enrollment in the district and Filipinos accounted for 14%.

With continued population growth in the area, enrollment is expected to reach 23,000 by 2010. The district's existing sites have little ability to meet demands from students in the South Bay region. The Southwestern Community College District's main campus is at capacity and is not conveniently located for South Bay area residents. The San Ysidro Center is located on a site of less than one acre. Capacity cannot be expanded significantly unless more land is acquired which would be very expensive in this dense urban area. As a result, the district expects to provide for most of its expected enrollment growth at the proposed Otay Mesa center

4 Analysis of the Proposal

Overview of the Commission's guidelines

Pursuant to its statutory responsibility to review proposals for new college or university campuses and educational centers prior to their authorization or acquisition, the Commission has adopted policies relating to the review of new campuses and educational centers. The Commission's current policies may be found in its *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC 92-18), and is included as Appendix A in this report.

The Commission's guidelines serve two important functions. First, they define, for purposes of review, educational centers, colleges, and university campuses. Secondly, they establish the review process and criteria for evaluating the establishment of new postsecondary institutions.

The *Guidelines* define an educational center (California Community Colleges) as an off-campus center that serves a minimum of 500 full-time-equivalent students (FTES). Centers with less than 500 FTES are designated as *outreach operations* and do not require review. Educational centers maintain an on-site administration, typically headed by a dean or director, but not a president, chancellor, or superintendent. Certificates or degrees earned by students attending these centers are conferred by the parent institution.

The *Guidelines* define a college (California Community Colleges) as a full-service, separately accredited, degree and certificate-granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students (FTES). A college will have its own administration and be headed by a president or a chancellor.

Criterion 1: enrollment projections

The Commission's criteria for enrollment demand requires that enrollment projections be presented in both headcount and full-time-equivalent student (FTES) and must be sufficient to justify the establishment of a new institution. The Demographic Research Unit of the Department of Finance must also approve enrollment projections. For a new community college campus or center, enrollment projections for the district must exceed planned enrollment capacity of existing district colleges and educational centers. Additionally, the system's statewide enrollment projections must exceed the planned enrollment capacity of the system.

The Chancellor's Office Research and Planning Unit and the Southwestern Community College District project strong growth in the adult population and, consequently, in participation rates, enrollment and Weekly Student Contact Hours (WSCH) for the proposed Otay Mesa Center. Ac-

cording to district enrollment projections, the Otay Mesa Center at its opening year, 2004, will enroll 1,958 students with an FTES count of 594 -- an enrollment threshold above the required 500 FTES level for new educational centers. District projections further suggest that enrollments will dramatically increase each year until 2015 when enrollments will peak at 7,828 students with an FTES of 2,740. Overall, District enrollments are projected to increase by 30% over the next 10 years. Display 4.1 details projected SCCD enrollments through 2010.

Display 4-1 Headcount Enrollment Growth in Southwestern CCD

	1998	2000	2005	2010
District total	16,880	17,809	20,483	23,154
Main campus	15,256	15,935	16,000	16,000
San Ysidro	1,072	1,262	1,300	1,300
National City	452	584	600	600
Otay Mesa	—	2,583	5,284	5,254

Source: Southwestern Community College District

According to the Southwestern Community College District, population growth and several other factors contribute to the robust enrollments, including:

1. Opening of the Higher Education Center at National City in 1998.
2. Continued growth of the Education Center in San Ysidro.
3. Expansion of summer sessions offered beginning in 1999.
4. Flexible class schedules, including Fast Track Short Sessions in addition to the traditional fall and spring semester schedules, and
5. Expansion of the number of evening and weekend courses.

In summary, the projections for enrollment, WSCH and FTES all indicate that the district faces a difficult challenge in trying to accommodate the growing number of students in the San Ysidro/Otay Mesa area. Specifically, the data indicates that the threshold requirement for State-approved educational center status (500 FTES) will be achieved in its opening year and that long-term growth will be robust.

The State Department of Finance Demographic Research Unit reviewed and approved the enrollment projections for the Otay Mesa Center on June 2001. A copy is attached on Appendix B.

Criterion 2: programmatic alternatives

The Commission's criteria concerning programmatic alternatives evaluate the extent to which feasible alternatives to a new university campus or educational center have been fully explored. Proposals for new institu-

tions should address: (1) the possibility of establishing or continuing to utilize an educational center in lieu of developing a full-service campus; (2) the potential for expansion of existing institutions or increasing usage of existing institutions, with expanded evening hours and summer operations; (3) the potential for sharing facilities with other postsecondary institutions; (4) the feasibility of using nontraditional modes of instructional delivery and technology mediated instruction; and (5) the potential for private fund raising or donations of land or facilities for meeting programmatic needs.

The programmatic alternatives section of the Otay Mesa Center Needs Study is exemplary. All program alternatives are well researched and adequately documented in the proposal. The following summary illustrates the breath and depth of the programmatic alternatives:

a. The Southwestern Community College District will partner with San Diego State University and the new San Ysidro High Tech High School. More specifically, the district will be offering lower-division courses starting this fall 2002 at the San Ysidro High School. Although a Memorandum of Understanding with San Diego State University is yet to be formalized, both the district and the San Diego State University have jointly developed the framework for sharing facilities and a seamless transfer of two program areas in International Business and Criminal Justice.

b. The Southwestern Community College District thoroughly examined expansion possibilities on its main campus and the Education Center in San Ysidro and determined that expansion at either location is not feasible. A detailed analysis of expansion options is provided in the district's Preliminary Feasibility Analysis, 1999, and the Property Feasibility Report on Otay Mesa Higher Education Center, 2000.

c. The Southwestern Community College District is currently offering courses in various locations other than its main campus and two outreach operations. These locations include career centers, middle school, six high schools, the Chula Vista Nature Center, the California Conservation Corps Center, Navy installations throughout the region, and the Crown Cove Aquatic Center. While the district will continue instructional operations as needed throughout the district, it is approaching the limit of what is should and can do in these locations that offer less than appropriate laboratories, classrooms, equipment and support staff space.

d. Direct legislative funding (AB 2323) of $1 million was successfully pursued as an option because of the collaborative character of the joint-use facilities and joint instructional planning that involved Southwestern Community College District, Sweetwater Unified High School District, and San Diego State University.

e. Voters approved a local bond (Prop AA) in November 2000, in the amount of $89.3 million for Southwestern Community College District. Some of the bond proceeds will be used to partially cover the first phase construction and site development costs.

f. Internet and "transborder" concepts are being utilized in the planning for the Otay Mesa Higher Education Center that will extend coursework to students beyond the classroom, and capitalize upon the growth of economic opportunities across the border.

Criterion 3: serving the disadvantaged

The Commission's criteria for serving the disadvantaged require that the proposal demonstrate how the new institution will facilitate access for disadvantaged and historically underrepresented groups.

The district serves a culturally and economically diverse population. Over 45% of the population is Latino, 11.8% Asian-Pacific Islander, and 5.1% African American. Most communities in the district suffer from low educational attainment levels and high poverty rates. Given the service area's socio-economic characteristics, the district's outreach plan expands traditional outreach programs -- Extended Opportunities Programs, transfer, academic, and career counseling, and Disabled Student Services -- with the following outreach initiatives:

1. The Southwestern Community College District received support from the San Diego State University Foundation for a Bridges to the Future program to increase the number of underrepresented students majoring in biological sciences who will transfer to four-year colleges and universities.

2. The Southwestern Community College District participates in the Consortium for Teacher Diversity to identify and encourage students from diverse backgrounds to pursue teaching careers. The Southwestern Community College District has a Teacher Education Agreement with the University of California, San Diego for cross-enrollment in Teacher Education courses and Teacher Education Preparation Practicum.

3. Through the San Diego Workforce Partnership, the district provides job skills training to welfare recipients including eligibility certification, career assessment, case-management, computer skills enhancement, job search assistance, entrepreneurial training, and placement activities.

4. The district's Mathematics, Sciences & Engineering Program (MESA) assists underrepresented students in these areas of study through a variety of services including tutoring, mentoring, and internships.

In addition, the Southwestern Community College District is designated as a Hispanic Serving institution and received a $2.3 million Title V grant

from the U.S. Department of Education to serve Latino students. This grant will be utilized to redesign curriculum that reflects "best practices" for the respective disciplines, interactive classroom technology, cultural competency, and academic support services to improve student outcomes.

Complementing traditional outreach programs with the initiatives noted above provides a real potential for improving the area's Latino college participation rate. The Commission notes, however, the absence of community outreach initiatives for recruiting new students, particularly those individuals disconnected from formal educational institutions. The Commission encourages the district to explore outreach strategies that facilitate community-based student recruitment.

Criterion 4: academic planning and program justification

The Commission requires proposals to describe and justify the programs projected for the new institution. Ideally, proposals provide an academic master plan that includes a general sequence of program and degree level plans. The proposal should include an institutional plan to implement such State goals as access, quality, intersegmental cooperation, and student, faculty, and staff diversity.

General education (transfer), Associate degree, occupational programs, developmental basic skills, and a full offering of student services constitute the core of the District's proposed academic plan for the Otay Mesa Center. Southwestern Community College District's academic vision, however, extends well beyond the traditional community college offerings. It calls for an intersegmental and interdisciplinary curricular offering that allows students to complete certificate, Associate, Baccalaureate, and Master degrees at a single site.

The proposed initial collaborative academic offerings under final consideration by both the Southwestern Community College District and San Diego State University will most likely reflect the following programs:

- Computer Science/Technology (Computer Engineering, Information Systems, Math, Computer Science, Graphic Design)
- Teacher Education (Pre-School Degree and Certificate, Child Development Degree and Certificate)
- Business Administration (International, Accounting, Maquiladora Management Degree and Certificate, Business Administration)
- Criminal Justice/Social Service (Law Enforcement Training Academy, Corrections, Forensics, and Law Enforcement)
- Border Issues (Psychology, Sociology, Ethics, Geography, Baja California Studies)

The Southwestern Community College District's proposed collaborative academic plan appears reasonable given the region's labor market de-

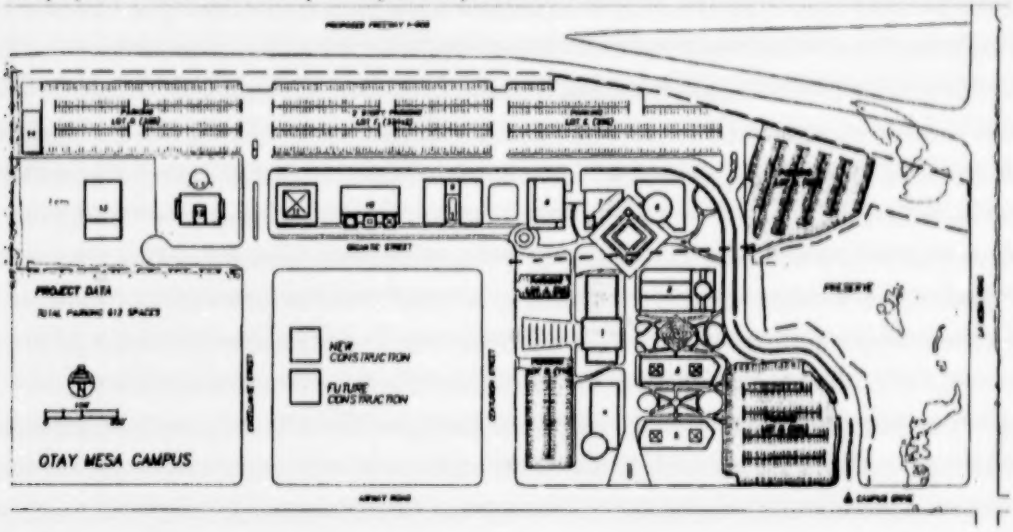
mand for skilled technology-related occupations. Occupation related to the district's proposed intersegmental academic programs described above show double-digit growth rates over the next six years, according to California's Employment Development Department occupational projections for San Diego County. In addition, the District's close proximity to the U.S./Mexico border provides an ideal setting for the study of border issues confronting both nations.

Criterion 5: consideration of needed funding

The Commission required the Needs Study to include a cost analysis of both capital outlay needs and projected support costs for the new institution. Possible options for alternative funding sources must be provided.

Capital outlay costs associated with phase one development of the Otay Mesa Center totals $38 million. Scheduled for completion in the spring of 2005, the first phase development includes a child development center and four buildings totaling 39,491 assignable square feet that will serve approximately 3,500 headcount students. SCCD proposes to dedicate $25.7 million of local bond funds -- a portion of the $89.3 million General Obligation Bond issuance approved by district voters in the November 2000 general election -- to offset the costs of phase one development. The balance of GO bond monies will be used to perform critical upgrades at the overcrowded main Southwestern College campus. Once the district finalizes negations with San Diego State University on the use of development funds authorized by AB 232, an additional $1.0 million might be available to offset site acquisition costs. Display 4.2 illustrates phase one development.

Display 4-2 Phase 1 Development of the Otay Mesa Center



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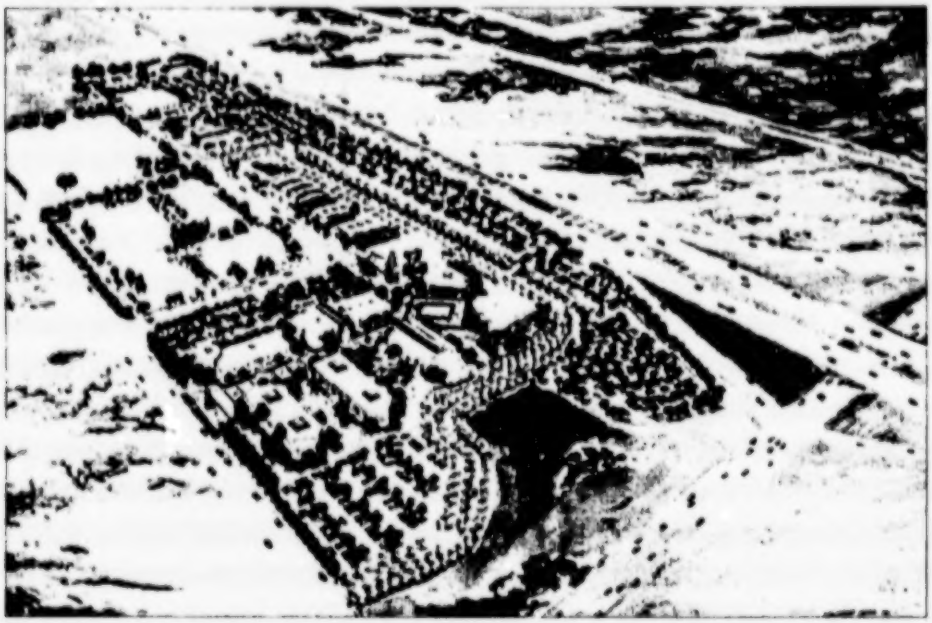
The second phase of development adds an instructional building complex with state-of-the-art classrooms and computer laboratories. Phase two costs total $28.4 million. It is likely most of the phase two funding will come from state capital outlay funds. Display 4.3 depicts the Otay Mesa Center at full build-out status.

Display 4-3 Site Plan for the Higher Education Center at Otay Mesa



Criterion 6: consideration of alternative sites

The Commission required that proposals for new institutions include a cost-benefit analysis of alternative sites, including a comprehensive analysis of the advantages and disadvantages of alternative sites.

The Southwestern Community College District thoroughly investigated four sites. The first is the site of the current San Ysidro operation near the San Ysidro/Tijuana Border crossing. The second is a site owned by the San Ysidro School District adjacent to that district offices and maintenance facilities. The third site is an Otay Mesa property next to a Sweetwater Unified High School District technical high school scheduled to open July 2002.

The fourth site located near the Otay Mesa Border Crossing and Brown Field, a local airport, became the preferred site and was eventually purchased by the Southwestern Community College District in August 2001. According to the district, the Otay Mesa site offered several desirable features including lower land costs as compared to other properties, a lot of sufficient size to meet building and parking requirements, a convenient location near major traffic arteries, and a close proximity to communities

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with high population densities. This 38-acre L-shaped property is within a half-mile of the international border shared by United States and Mexico and is surround by emerging commercial developments. A natural preserve lies east of the site, city streets on the south, and structures to the west.

Criterion 7: geographic and physical accessibility

The Commission's criteria concerning geographic and physical accessibility is intended to ensure that students will have adequate access to the campus and that planners have identified and adequately addressed transportation issues related to the location of the new institution. To this end, the Commission requires each Needs Study to describe the physical, social, and geographic characteristics of the location and the surrounding service area, and include a plan for student, faculty, and staff transportation to the proposed location. Reasonable commuting times (30-45 minutes) for the majority of residents of the service area must be demonstrated. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate.

The proposed center is located in a commercial area developing around the Otay Mesa port of entry. The area is readily accessible by automobile from San Ysidro, Imperial Beach, and Chula Vista. A partially completed freeway links the port of entry to Interstate Highways 5 and 805. When completed, this freeway will have an exit adjacent to the campus.

Currently, the area has limited public transit. The campus is on a Metropolitan Transportation Service bus route linking the Iris Avenue trolley station to the Otay Mesa Port of entry, but this route runs only eight times daily in each direction. Travel time from the trolley station to the campus is about 10 minutes. The district has indicated that transportation service would be willing to increase the frequency of this service as demand picks up. In addition, the district is considering supplementing the Metropolitan Transportation Service with a shuttle to the trolley station.

Criterion 8: environmental and social impact

The Commission requires that proposals for new institutions include a copy of the final environmental impact report. These reports enable the Commission to gauge the externalities that are expected to arise from the proposed institution and identify potential issues that may impact the development of the campus.

The developer satisfied most, if not all, environmental concerns. Environmental approvals have been granted by the California Regional Water Quality Control board, the U.S. Fish and Wildlife Service, the U.S. Army Corp of Engineers, and the California Department of Fish and Game. More specifically, the following studies have been completed:

- Traffic Study
- Environmental Phase I Study

- Mitigated Negative Declaration
- Noise Study
- Air Quality Study
- Biology Study

Because of the proximity to Brown Airport, the Department of Transportation's Aeronautics Division reviewed the site and declared the site safe from any airport operations, including airport-landing patterns.

Criterion 9: effects on other institutions

The Commission requires evidence that other systems, neighboring institutions, and the community in which the new institution is to be located have been consulted during the planning process. Letters of support from these and other appropriate entities should demonstrate strong local, regional support for the proposed institution and a statewide interest in the proposed institution. Further, the impact on existing and projected enrollments at neighboring institutions must be evaluated.

Only two other community colleges, the San Diego Community College District and the Grossmont Community College District, are contiguous to the Southwestern Community College District. The Pacific Ocean lies to the West, and Mexico to the South. The proposed Otay Mesa Higher Education Center will be positioned to the south of the Southwestern Community College District -- further from either San Diego Community College District's three colleges or Grossmont-Cuyamaca's two colleges.

While the distances between these colleges are not substantial, driving times are impacted during peak commuter travel. Although it is anticipated that some intra-district student crossover will occur, the impact is minimal. No district has registered opposition to the location and letters of support from these institutions closet to the proposed center have been received. Appendix C provides a list of letters of support. Display 4-4 lists the neighboring colleges as well as their respective distances and driving times to Otay Mesa.

Display 4-4 Distances from Neighboring Colleges

Mesa College	17.8 miles	28 minutes
Grossmont College	15.6 miles	36 minutes
San Diego City College	13.2 miles	22 minutes
Cuyamaca College	11.9 miles	29 minutes
San Diego State University	18.9 miles	29 minutes
San Marcos State University	45.5 miles	55 minutes
University of California, San Diego	27.9 miles	38 minutes

Criterion 10: economic efficiency

The Commission's criteria concerning economic efficiency gives priority to proposals in which the State is partially or fully relieved of its financial obligation for capital or support costs. Likewise, the Commission gives high priority to projects involving intersegmental cooperation, provided financial savings result from the cooperative effort.

The proposal furthers the Commission's economic efficiency criteria by using both local and state funding sources for the development of phase one. Economic efficiency is also advanced by the proposed intersegmental collaboration with San Diego State University and the Sweetwater Union High School District. Sharing facilities at a single site, Otay Mesa, provides an opportunity for each segment to efficiently expand access.

Appendix A

GUIDELINES FOR REVIEW OF PROPOSED UNIVERSITY CAMPUSES, COMMUNITY COLLEGES, AND EDUCATIONAL CENTERS

A Revision of the Commission's 1990 "Guidelines for Review of Proposed Campuses and Off-Campus Centers"

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Introduction

Commission responsibilities and authority regarding new campuses and centers

Section 66904 of the California Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California community colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission Acquisition or construction of non-State-funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission adopted policies relating to the review of new campuses and centers in April 1975 and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies "

In 1990, the Commission approved a substantive revision of what by then was called *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (reproduced in Appendix A on pages 11-15) Through that revision, the Commission sought to incorporate a statewide planning agenda into the quasi-regulatory function the guidelines have always represented, and the result was a greater systemwide attention to statewide perspectives than had previously been in evidence These new guidelines called for a statewide plan from each of the systems, then a "Letter of Intent" that identified a system's plans to create one or more new institutions, and finally, a formal needs study for the proposed new institution that would provide certain prescribed data elements and satisfy specific criteria At each stage of this process, the Commission would be able to comment either positively or negatively, thereby ensuring that planning for a new campus or center would not proceed to a point where it could not be reversed should the evidence indicate the necessity for a reversal

This three-stage review concept -- statewide plan, preliminary review, then final review -- appears to be fundamentally sound, but some clarifications of the 1990 document have nevertheless become essential, for several reasons

- In those *Guidelines*, the Commission stated only briefly its requirements for a statewide plan and for letters of intent These requirements warrant greater clarification, particularly regarding the need for inter-system cooperation, to assist the systems and community college districts in the development of proposals
- The 1990 *Guidelines* assumed that a single set of procedures could be applied to all three public systems In practice, this assumption was overly optimistic, and this 1992 revision more specifi-

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cally recognizes the major functional differences among the three systems

- The procedures for developing enrollment projections need to be altered to account for the curtailment of activities created by the severe staffing reductions at the Demographic Research Unit of the Department of Finance, which have eliminated its ability to make special projections for community college districts and reduced its capacity to project graduate enrollments
- The unprecedented number of proposals emanating from the community colleges, as well as the staff reductions experienced by the Commission, require a streamlining of the approval process Consequently, certain timelines have been shortened, and all have been clarified as to the duration of review at each stage of the process
- Over the years, the distinctions among several terms, such as "college," "center," and "institution," have become unclear

By 1992, experience with the 1990 procedures suggested that they needed revision in order to overcome these problemas and accommodate the changed planning environment in California, particularly related to California's diminished financial resources and growing college-age population

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers

1 It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges, (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign countries

2. The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education

3 The University of California plans and develops its campuses and off-campus centers on the basis of statewide need

4 The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.

5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs

6 Planned enrollment capacities are established for and observed by all campuses of public postsecondary education These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal organization Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges) the Trustees of the California State University, and the Regents of the University of California

Definitions

For the purposes of these guidelines, the following definitions shall apply

Outreach Operation (all systems)· An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student

population of less than 500 full-time-equivalent students (FTES) at a single location

Educational Center (California Community Colleges). An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution

Educational Center (The California State University) An educational center is an off-campus enterprise owned or leased by the Trustees and administered by a parent State University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president), and offer certificates or degrees to be conferred by the parent institution Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State capital outlay funding is used for construction, renovation, or equipment.

Educational Center (University of California) An educational center is an off-campus enterprise owned or leased by the Regents and administered by a parent University campus The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a chancellor), and offer certificates or degrees to be conferred by the parent institution Organized Research Units (ORUs) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers unless State capital outlay funding is used for construction, renovation, or equipment.

College (California Community Colleges) A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor

University Campus (University of California and The California State University) A separately accredited, degree-granting institution offering programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees, university campuses enroll a minimum of 1,000 full-time-equivalent students. A university campus will have its own administration and be headed by a president or chancellor

Institution (all three systems): As used in these guidelines, "institution" refers to an educational center, a college, or a university campus, but not to an outreach operation

Projects subject to Commission review

New institutions (educational centers, campuses, and colleges) are subject to review, while outreach operations are not The Commission may, however, review and comment on other projects consistent with its overall State planning and coordination role

Stages in the review process

Three stages of systemwide responsibility are involved in the process by which the Commission reviews proposals for new institutions. (1) the formulation of a long-range plan by each of the three public systems; (2) the submission of a "Letter of Intent to Expand" by the systemwide governing board, and (3) the submission of a "Needs Study" by the systemwide governing board Each of these stages is discussed below

1 *The systemwide long-range plan*

Plans for new institutions should be made by the

Regents, the Trustees, and the Board of Governors only after the adoption of a systemwide plan that addresses total statewide long-range growth needs, including the capacity of existing institutions to accommodate those needs. Each governing board should submit its statewide plan to the Commission for review and comment (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) before proceeding with plans for the acquisition or construction of new institutions Each system must update its systemwide long-range plan every five years and submit it to the Commission for review and comment

Each systemwide long-range plan should include the following elements·

- For all three public systems, a 15-year undergraduate enrollment projection for the system, presented in terms of both headcount and full-time-equivalent students (FTES) Such projections shall include a full explanation of all assumptions underlying them, consider the annual projections developed by the Demographic Research Unit of the Department of Finance, and explain any significant departures from those projections
- For the University of California and the California State University, a systemwide 15-year graduate enrollment projection, presented with a full explanation of all assumptions underlying the projection
- Each of the three public systems should provide evidence within the long-range plan of cooperative planning with California's other public systems, such as documentation of official contacts, meetings, correspondence, or other efforts to integrate its own planning with the planning efforts of the other public systems and with any independent colleges and universities in the area The physical capacities of existing independent colleges and universities should be considered If disagreements exist among the systems regarding such matters as enrollment projections or the scope, location, construction, or conversion of new facilities, the long-range plan should clearly state the nature of those disagreements
- For all three public systems, the physical and planned enrollment capacity of each institution within the system Physical capacity shall be determined by analyzing existing capacity space plus funded capacity projects Planned enrollment capacity shall be the ultimate enrollment capacity of the institution as determined by the respective governing board of the system -- Regents, Trustees, or Board of Governors.
- For all three public systems, a development plan that includes the approximate opening dates (within a range of plus or minus two years) of all new institutions -- educational centers, community colleges, and university campuses, the approximate capacity of those institutions at opening and after five and ten years of operation, the geographic area in which each institution is to be located (region of the State for the University of California, county or city for the California State University, and district for community colleges), and whether a center is proposed to be converted into a community college or university campus within the 15-year period specified
- A projection of the capital outlay cost (excluding bond interest) of any new institutions proposed to be built within the 15-year period specified, arrayed by capacity at various stages over the fifteen-year period (e g opening enrollment of 2,000 FTES; 5,000 FTES five years later, etc), together with a statement of the assumptions used to develop the cost projection
- A projection of the ongoing capital outlay cost (excluding bond interest) of existing institutions, arrayed by the cost of new space to accommodate enrollment growth, and the cost to renovate existing buildings and infrastructure, together with a statement of the assumptions used to develop the cost projection, and with maintenance costs included only if the type of maintenance involved is normally part of a system's capital outlay budget.

2 *The "Letter of Intent to Expand"*

New university campuses No less than five years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand " This letter should contain the following information

- A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- The geographic location of the new university campus (region of the State for the University of California and county or city for the California State University)
- If the statewide plan envisions the construction or acquisition of more than one new institution, the reason for prioritizing the proposed university campus ahead of other new institutions should be specified
- A time schedule for development of the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the governing board authorizing the new university campus
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations

Conversion by the University of California or the California State University of an existing educational center to a university campus No less than three years prior to the time it expects to enroll lower division students for the first time, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information.

- The complete enrollment history (headcount and full-time-equivalent students) or the previous ten years history (whichever is less) of the educational center. A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- If the statewide plan envisions the construction or acquisition of other new institution(s), the reason for prioritizing the proposed university campus ahead of other new institutions should be specified
- A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus
- A copy of the resolution by the governing board authorizing conversion of the educational center to a university campus.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

New educational centers of the University of California and the California State University No less than two years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.

- The location of the new educational center in terms as specific as possible An area not exceeding a few square miles in size should be identified.
- If the statewide plan envisions the construction or acquisition of more than one new institution, the reasons for prioritizing the proposed educational center ahead of other new institutions should be specified.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
- A copy of the resolution by the governing board authorizing the new educational center.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations.

New California Community Colleges No less than 36 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

- A preliminary ten-year enrollment projection for the new college (from the college's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- The location of the new college in terms as specific as possible, usually not exceeding a few square miles
- A copy of the district's most recent five-year capital construction plan
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new colleges in terms of three five-year intervals (near term, mid term, and long term) Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
- A time schedule for development of the new college, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
- A copy of the resolution by the Board of Governors authorizing the new college
- Maps of the area in which the proposed new college is to be located, indicating population densities, topography, and road and highway configurations.

New California Community College educational centers No less than 18 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand " This letter should contain the following information

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- The location of the new educational center in terms as specific as possible, usually not exceeding a few square miles

- A copy of the district's most recent five-year capital construction plan
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new centers in terms of three five-year intervals (near term, mid term, and long term). Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the Board of Governors authorizing the new educational center
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations

3 *Commission response to the "Letter of Intent to Expand"*

Once the "Letter of Intent to Expand" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new institution If the plans appear to be reasonable, the Commission's executive director will advise the systemwide chief executive officer to move forward with site acquisition or further development plans The Executive Director may in this process raise concerns about defects in the Letter of Intent to Expand that need to be addressed in the planning process If the Executive Director is unable to advise the chief executive officer to move forward with the expansion plan, he or she shall so state to the chief executive officer prior to notifying the Department of Finance and the Legislature of the basis for the negative recommendation. The Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the Letter of Intent to Expand to the Commission.

4 *Development of the "needs study"*

Following the Executive Director's preliminary recommendation to move forward, the systemwide central offices shall proceed with the final process of identifying potential sites for the new institution. If property for the new institution is already owned by the system, alternative sites must be identified and considered in the manner required by the California Environmental Quality Act So as to avoid redundancy in the preparation of information, all materials germane to the environmental impact report process shall be made available to the Commission at the same time that they are made available to the designated responsible agencies

Upon approval of the environmental impact report by the lead agency, the systemwide central office shall forward the final environmental impact report for the site as well as the final needs study for the new institution to the Commission The needs study must respond fully to each of the criteria outlined below, which collectively will constitute the basis on which the proposal for the new institution will be evaluated. The needs study shall be complete only upon receipt of the environmental impact report, the academic master plan, the special enrollment projection approved by the Demographic Research Unit, and complete responses to each of the criteria listed below

5 *Commission action*

Once the Commission has received the completed needs study, the Executive Director shall certify the completeness of that Needs Study to the systemwide chief executive officer The Commission shall take final action on any proposal for a new institution according to the following schedule

New university campus
- University of California One Year
- The California State University One Year

New college
- California Community Colleges Six Months

New Educational Center
- University of California Six Months
- The California State University Six Months

California Community Colleges · Four Months

Once the Commission has taken action on the proposal, the Executive Director will notify the appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst

Criteria for evaluating proposals

As stated in Sections 66903[2a] and 66903[5] of the Education Code, the Commission's responsibility is to determine "the need for and location of new institutions and campuses of public higher education." The criteria below follow that categorization:

Criteria related to need

1 *Enrollment projections*

1 1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections Community College projections shall be developed pursuant to the Unit's instructions, included as Appendix B of these guidelines on pages 17-34

Undergraduate enrollment projections for new institutions of the University of California and the California State University shall be presented in terms of headcount and full-time-equivalent students (FTES). Lower-division enrollment projections for new institutions of the California Community Colleges shall be presented in terms of headcount students, Weekly Student Contact Hours (WSCH), and WSCH per headcount student.

Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees, must be provided

1 2 For a new University of California campus, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new university campus must be demonstrated In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing systemwide needs for both support and capital outlay funding

1 3 For a new University of California educational center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new educational center must be demonstrated In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding

1 4 For a new California State University campus, statewide enrollment projected for the State

University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated In order for compelling regional needs to be demonstrated, the system must specify why these regional needs deserve priority attention over competing needs in other sectors of the State University system for both support and capital outlay funding

1 5 For a new California State University educational center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the State University system, compelling statewide or regional needs for the establishment of the new educational center must be demonstrated In order for compelling statewide or regional needs to be established, the State University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding

1 6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers, compelling regional or local needs must be demonstrated The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process

2 *Programmatic alternatives*

2 1 Proposals for new institutions should address at least the following alternatives (1) the possibility of establishing an educational center instead of a university campus or community college, (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months, (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions, (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction, and (6) private fund raising or donations of land or facilities for the proposed new institution

3 *Serving the disadvantaged*

3 1 The new institution must facilitate access for disadvantaged and historically underrepresented groups

4 *Academic planning and program justification*

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access, quality; intersegmental cooperation, and diversification of students, faculty, administration, and staff for the new institution, must be provided

5 *Consideration of needed funding*

5 1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided

Criteria related to location

6 *Consideration of alternative sites*

6 1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites

7. *Geographic and physical accessibility*

7 1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included

7 2 There must be a plan for student, faculty, and staff transportation to the proposed location Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students -- defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area -- must be demonstrated

8 *Environmental and social impact*

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public

9. *Effects on other institutions*

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals

9 2 The establishment of a new University of California or California State University campus or educational center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other systems

9 3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new college or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs

Other considerations

10 *Economic efficiency*

10 1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10 2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

Guidelines for Review of Proposed Campuses and Off-Campus Centers (1990 Edition)

Introduction

Commission responsibilities and authority regarding new campuses and centers

California *Education Code* Section 66904 expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission.

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission
>
> It is further the of the Legislature that California community colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the commission Acquisition or construction of non-state-funded community colleges, branches and off- campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission in April 1975 adopted policies relating to the review of new campuses and centers and revised those policies in September 1978 and September 1982 Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies "

Reasons for the current revisions

By 1988, experience with the existing procedures suggested that they needed revision in order to accommodate the changed planning environment in California, particularly related to California's Environmental Quality Act and the environmental impact report (EIR) process, as well as to accommodate various provisions of the recently renewed Master Plan for Higher Education In addition, California's postsecondary enrollment demand continues to increase, and as the public segments move forward with their long-range facilities plans, the time is particularly ripe for revising the existing guidelines. This revision is intended to (1) ensure that the public segments grow in an orderly and efficient manner and that they meet the State's policy objectives for postsecondary education under the Master Plan, (2) ensure proper and timely review by the State of segmental plans based on clearly stated criteria, and (3) assist the segments in determining the procedures that need to be followed to prepare and implement their expansion plans

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers.

1 It will continue to be State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool

of students eligible according to Master Plan eligibility guidelines Master Plan guidelines on undergraduate admission priorities will contin ue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges, (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign counties

2 The differentiation of function between the segments with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education

3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need

4 The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations

5 The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs

6 Planned enrollment capacities are established for and observed by all campuses of public postsecondary education These capacities are determined on the basis of statewide and institutional economies, community and campus environment, limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California These capacities, as well as the statewide procedures for setting these capacities, are subject to review and recommendation by the Commission provided in California *Education Code* Section 66903

Projects subject to Commission review

The following types of projects are subject to review new campuses and permanent off-campus centers, major off-campus centers in leased facilities, and conversion of off-campus centers to full-service campuses The Commission may also review and comment on other projects consistent with its overall State planning and coordination role

Schedule for the review of new projects

The following timelines are meant to allow a reasonable amount of time for Commission review of plans at appropriate stages in the process The Commission can accelerate its review of the process if it so chooses

Unless otherwise specified, all three public postsecondary segments should endeavor to observe these timelines when proposing construction of a major new project subject to Commission review under these guidelines

1 Plans for new campuses and permanent off-campus centers should be made by the segmental governing boards following their adoption of a systemwide planning framework designed to address total statewide segmental long-range growth needs, including the capacity of existing campuses and centers to accommodate those needs, and the development of new campuses and centers This planning framework should be submitted to the Commission for review and comment before proceeding with plans for location and construction of new campuses

2 Segments are requested to defer the selection of specific sites for new campuses or permanent off-campus centers until such time as they have informed the Commission of their general plans for expansion and received a recommendation from the Commission to proceed with further expansion activity. No later than one year prior to the date the segment expects to forward a final proposal for a new campus or center to the Commission, or 18 months prior to the time when it hopes

the Commission will forward its final recommendation about the facility to the Governor and Legislature, it is requested to transmit a letter of intent to expand to the Commission The letter of intent should include, at minimum, the following information for the new campus (1) preliminary projections of enrollment demand by age of student and level of instruction, (2) its general location, and (3) the basis on which the segment has determined that expansion in this area at this time is a systemwide priority in contrast to other potential segmental priorities Other information that may be available that will be required at the time of the final needs study (see below, item 1-4) may also be submitted at this time

3 Once the "letter of intent" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new campus This review will be done in consultation with staff from the Demographic Research Unit in the State Department of Finance, which is the agency statutorily responsible for demographic research and population projections. If the plans appear to be reasonable, the Commission will recommend that the segments move forward with their site acquisition or further development plans The Commission may in this process raise concerns with the segments about defects in the plans that need to be addressed in the planning process If the Commission is unable to recommend approval of moving forward with the expansion plans, it shall so state to the segmental governing board prior to notifying the Department of Finance and the Legislature of its analysis and the basis for its negative recommendation The Commission shall consider the preliminary plan no later than 60 days following its submission to the Commission

4 Following the Commission's preliminary recommendation to move forward, the segments are requested to proceed with the final process of identifying potential sites for the campus or permanent off-campus center. If property appropriate for the campus or center is already owned by the segment, alternative sites to that must be identified and considered in the manner required by the California Environmental Quality Act So as to avoid redundancy in preparation of information, all materials that are germane to the environmental impact report process shall be made available to the Commission at the same time that it is made available to the designated responsible agencies

5 Upon completion of the environmental review process and no more than six months prior to the time of expected final Commission approval of the proposed new campus, the segment shall forward the final environmental impact report for the site as well as the final needs study report for the campus or center to the Commission The needs study report should address each of the criteria outlined below on which the proposal for the campus or center will be evaluated

6 Once the Commission has received from the segment all materials necessary for evaluating the proposal, it shall certify the completeness of the application to the segment. The Commission shall take final action on proposals during the next six months. In reviewing the proposal, the Commission will seek approval of the enrollment projections by the Demographic Research Unit, unless the justification for expansion is primarily unrelated to meeting access demands Once the Commission has taken action on the proposal, it will so notify both the Department of Finance and the Office of the Legislative Analyst.

Criteria for evaluating proposals

1 *Enrollment projections*

1.1 For new facilities that are planned to accommodate expanded enrollments, enrollment projections should be sufficient to justify the establishment of the campus or off-campus center For the proposed new campus or center, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided When an existing off-campus center is proposed to be converted to a new campus, all previous enrollment experience must also be provided

As the designated demographic agency for the State, the Demographic Research Unit has lead responsibility for preparing systemwide and district enrollment projections, as well as projections for specific

proposals The Demographic Research Unit will prepare enrollment projections for all Community College proposals, and either the Demographic Research Unit population projections or K-12 enrollment estimates must be used as the basis for generating enrollment projections in any needs study prepared by the University of California or the California State University For the two University segments, the Commission will request the Demographic Research Unit to review and approve demographically-driven enrollment projections prior to Commission consideration of the final proposal, unless the campus or permanent center is justified on academic, policy, or other criteria that do not relate strictly to enrollment demand.

For graduate/professional student enrollment estimates, the specific methodology and/or rationale generating the estimates, an analysis of supply of and demand for graduate education, and the need for new graduate and professional degrees, must be provided

1.2 Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses as defined in their long-range development plans If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated

1 3 Statewide enrollment projected for the California State University system should exceed the planned enrollment capacity of existing State University campuses as defined by their enrollment ceilings If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over competing segmental priorities

1 4 Enrollment projected for a community college district should exceed the planned enrollment capacity of existing district campuses If the district enrollment projection does not exceed the planned enrollment capacity of existing district campuses, compelling regional or local needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over others in the State.

1 5 Enrollments projected for community college campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a community college district established by legislation (1,000 units of average daily attendance [ADA] two years after opening)

2. *Alternatives to new campuses or off-campus centers*

2 1 Proposals for a new campus or off-campus center should address alternatives to establishment of new institutions, including (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses, (3) the increased utilization of existing campuses, such as year-round operation, (4) the increased use of existing facilities and programs in other postsecondary education segments, and (5) the use of nontraditional modes of instructional delivery, such as telecommunication and distance learning

2 2 A cost-benefit analysis of alternatives, including alternative sites for the campus or center must be articulated and documented.

3. *Serving the disadvantaged*

The campus or center must facilitate access for the economically, educationally, socially, and physically disadvantaged

4. *Geographic and physical accessibility*

The physical, social, and demographic characteristics of the location and surrounding service areas for the new campus or center must be included There must be a plan for student, faculty, and staff transportation to the proposed location Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included as appropriate For locations which do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated

5 *Environmental and social impact*

The proposal must include a copy of the environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public

6 *Effects on other institutions*

6.1 Other segments, institutions, and the community in which the campus or center is to be located should be consulted during the planning process for the new facility, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated.

6 2 The establishment of a new University of California or California State University campus or center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other segments

6 3 The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs

7 *Academic planning and program justification*

The programs projected for the new campus must be described and justified An academic master plan, including general sequence of program plans and degree level plans, and a campus plan to implement such State goals as access, quality, intersegmental cooperation, diversification of students, faculty, administration and staff for the new campus, must be provided The proposal must include plans to provide an equitable learning environment for the recruitment, retention and success of historically underrepresented students.

8 *Consideration of needed funding*

A cost analysis of both capital outlay estimates and projected support costs for the new campus or permanent off-campus center, and possible options of alternative funding sources, must be provided

GUIDE FOR COMMUNITY COLLEGE DISTRICTS

PROJECTION OF ENROLLMENT AND ANNUAL AVERAGE WEEKLY STUDENT CONTACT HOURS FOR NEW COLLEGES AND EDUCATIONAL CENTERS

Under California Postsecondary Education Commission (CPEC) guidelines community college districts must provide enrollment projections for new colleges and educational centers. If state funding is required for a new institution the enrollment projections must be approved by the Demographic Research Unit (DRU), Department of Finance (DOF)

Districts may submit enrollment projections between September and January Review will take place between October and February with a minimum of four weeks for review. If more enrollment projections are submitted than can be reviewed by DRU staff in the time available, projections will be prioritized by the California Community Colleges Chancellor's Office, Facilities Planning Unit for DRU review

DRU staff are available on a limited basis to meet with districts during the development of a projection on issues such as data, projection methodology, and assumptions to assure conformity with the guidelines

A projection for a new institution must include the following data with all assumptions articulated and supported by documentation before DOF will approve the projection

Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701
(916) 322-4651

DATA

1. Site description

2. Opening date and description of the proposed curriculum as it is expected to develop over the projection period

   This section must also address associated changes that can be expected in the ratios of full-time to part-time students, credit to noncredit students, day to evening students, and older to younger students. Also include a discussion of the impact of the proposed development on the programs currently in place in the district and on all neighboring colleges

3 Population projections

   Population projections from the local council of governments or county planning agency for (a) the county, (b) the district, and (c) the service area of the new institution, or for the geographic areas that best approximate those boundaries (for example, ZIP codes or census tracts) must be provided.

   The district must document the source of the projections, including the date of their release and the levels of detail for which they are available (geographic detail, time intervals, and age/gender detail)

   State Administrative Manual Sections 1101 and 1103 require that the population forecasts used in planning not exceed Department of Finance projections on a regional basis If the population projections used by the district exceed the Department of Finance projections, they must be made consistent.

   Although not required, it is recommended that the projections be controlled upward to the most recent Department of Finance population projections at the county level, if local population forecasts are below DOF

   If the local planning agencies and the local council of governments have no subcounty-level population projections, a letter from those agencies confirming that fact is required. In that case, the most recent Department of Finance county population projections may be used in combination with 1990 Census data by census tract to determine the proportion of the county population within the service area and within the district.

   Population age 18 through 64 is to be used as the base for calculating participation rates and for projecting community college enrollment. It may be preferable to use greater detail by gender, ethnicity, and age (ages groups 18-24, 25-34, 35-64), if the population of the service area differs in composition from the remainder of the district's population

4. Service area and maps

The district must identify the primary service area of the new institution and provide a map showing the district and the service area borders in terms of the geographic boundaries used in the population projections (e.g., if the population projections are available by ZIP code, the district must define the service area in terms of ZIP codes and provide a ZIP code map of the district).

The service area must be justified by documented attendance patterns evident in the district's enrollment data and within a reasonable commute time. Population outside of the district's boundaries may be used in a projection only with the written approval of both the Community Colleges Chancellor's Office and CPEC

A map illustrating roads and commute patterns in the area expected to generate students for the new institution must also be included

5. Enrollment data

The district must provide unduplicated fall first-census enrollment for the most recent year consistent with its official fall first-census data reported by the Community Colleges Chancellor's Office cross-tabulated

a) by residence of student by ZIP code, census tract, or other unit of geography consistent with the geographic divisions for which population projections are available, and

b) by location of attendance

A format example is attached (Form 1).

Note. All students, regardless of residence are included

6. Historical data

The projection must provide a history of enrollment and annual average weekly student contact hours for day credit, evening credit, and noncredit categories for all current programs which will be absorbed by the new institution. Ten years of historical data are required for recognized educational centers; three years of historical data are required for outreach operations For example, if an entire outreach operation (site 1) and one small program from a college (site 2) are to be moved to a proposed educational center, historical data (not projected data) must be provided for each site as well as for the remainder of the district. Sample worksheets are attached (Forms 2 and 3)

It is critical for approval of the projections that the enrollment and annual average WSCH used in the projection be consistent with the district's official numbers reported by the Community Colleges Chancellor's Office An explanation of the method of calculating annual average weekly student hours (WSCH) follows.

7 Projection

Projections must meet the requirements of both the Community Colleges Chancellor's Office and CPEC. A recommended format is attached (Form 4).

CPEC's guidelines require the following:

> For a proposed new education center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided

8 Copy of "Letter of Intent to Expand" with attachments

Form 1

ENROLLMENT DATA

Use Fall first-census UNDUPLICATED total enrollment by ZIP code by site (institution or outreach operation). Each site that will be moved to the new institution should be listed as well as the remainder of the district. Data for several small outreach operations in the service area may be grouped as one site if they are all similar and will be moved to the new institution. Grouped data must have a footnote listing the sites.

STUDENTS ATTENDING MORE THAN ONE INSTITUTION SHOULD BE COUNTED IN ONLY ONE INSTITUTION. If a significant number of students attend more than one institution, please note their total number, where they were counted, and which other institution they attend.

Facility

	Site 1 +	Site 2 +	Remainder/Dist =	Total District*
	(Include students enrolled in BOTH day and evening)			
Total Enrollment				
ZIPS 9____	_____		_____	
9____	_____		_____	
9____	_____		_____	
9____	_____		_____	
9____	_____	_____	_____	
9____	_____		_____	
9____	_____	_____	_____	
Center Subtotal	_____	_____	_____	
All other ZIPS		_____	_____	
Sum of ZIPS	_____	_____	_____	

* District enrollment should match district enrollment reported on the Department of Finance report, " Projection of Fall Enrollment and Annual Average WSCH." Districts with more sites will need more data columns.

Form 2

HISTORICAL ENROLLMENT DATA

Fall first-census UNDUPLICATED enrollment should be listed for each institution or outreach operation site that will be moved to the new institution, and for the remainder of the district. Data for several small outreach operations in the service area may be grouped consistent with Form 1.

Facility:

Category and Years	Site 1	+	Site 2	+	Remainder/Dist.	=	Total District*
Eve Credit							
1988-89							
1989-90							
1990-91							
Day Credit							
1988-89							
1989-90							
1990-91							
Noncredit							
1988-89							
1989-90							
1990-91							
Total							
1988-89							
1989-90							
1990-91							

* Columns should add to "Total District." "Total District" should match the Department of Finance report, "Projection of Fall Enrollment and Annual Average WSCH" for day credit, evening credit and noncredit categories. Districts with more sites will need more data columns.

BEST COPY AVAILABLE

HISTORICAL WSCH DATA

(Please see attached instruction sheet for calculation of WSCH)

Annual average WSCH should be listed for each institution or outreach operation site that will be moved to the new institution, and for the remainder of the district. Data for several small outreach operations in the service area may be grouped consistent with Form 1.

Facility:

Category and Years	Site 1	+	Site 2	+	Remainder/Dist.	=	Total District*
Eve Credit							
1988-89							
1989-90							
1990-91							
Day Credit							
1988-89							
1989-90							
1990-91							
Noncredit							
1988-89							
1989-90							
1990-91							
Total							
1988-89							
1989-90							
1990-91							

* Columns should add to "Total District." "Total District" should match the Department of Finance report, "Projection of Fall Enrollment and Annual Average WSCH" for day credit, evening credit and noncredit categories. Districts with more sites will need more data columns.

COMPUTATION OF ANNUAL AVERAGE WSCH FROM STUDENT CONTACT HOURS REPORT

The "Community Colleges Student Contact Hours" for the fiscal year, P-3, is prepared by the Chancellor's Office in August each year. This report contains Summer, Fall, Winter, and Spring WSCH data.

For all schools: Calculate the number of weeks in the academic year by dividing the number of term days by five

Day credit. Add total hours for day daily census procedure courses and actual hours of attendance procedure courses Divide that total by the number of weeks in the academic year and add it to the day mean of all weekly census procedure courses (first census WSCH for each term, divided by the number of terms)

Evening credit Repeat the same procedure for extended day.

Noncredit Noncredit is reported under actual hours of attendance procedure courses, noncredit courses Divide the total noncredit hours by the number of weeks in the academic year

Keep in mind that

Summer intersession courses are never included in the calculations.

Computations are done at the campus level, then summed to the district level

Computations for day credit and evening credit include work experience and independent study

Student contact hours are the sum of hours for resident and nonresident students

Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

EXAMPLE OF PROJECTION FOR A NEW EDUCATIONAL CENTER

Year of Fall Term	DAY CREDIT			EVENING CREDIT			NON-CREDIT			TOTAL		
	Enrollment	WSCH	WSCH/ Enr.	Enrollment	WSCH	WSCH/ Enr.	Enrollment	WSCH	WSCH/ Enr	Enrollment	WSCH	WSCH/ Enr.
Historical												
1988												
1989												
1990												
Projected												
1991												
1992												
1993												
1994												
1995												
New educational center scheduled to open Fall 1996												
1996												
1997												
1998												
1999												
2000												

METHODOLOGY AND ASSUMPTIONS

The following is a suggested method of developing enrollment projections for new institutions. Other methods may also be acceptable provided that they are (a) adequately documented with the requested data, (b) based upon official population projections, and (c) based upon reasonable, justified assumptions. If a method other than the suggested method is chosen, the district should discuss the method with DRU staff.

1. Match the student data with the population data. If the geography of the population data is not the same as the student data geography, then the two units of geography must be assigned as whole units or proportions of units to the proposed service area and to the remainder of the district. Maps and enrollment data provided by the district must clearly illustrate and support the assignment.

2. Calculate historical participation rates using enrollment data (from Data, step 5) and population (age 18 - 64 if possible). A participation rate is enrollment divided by population multiplied by 1000. Three sets of rates are needed:

   a) rates for the aggregated sites which will be incorporated by the new institution - divide total enrollment from those sites by the population of the proposed service area

   b) rates for the proposed service area - divide the total of all district students who reside within the service area boundaries by the population of the service area and

   c) rates for the remainder of the district - divide all district students minus the number of students residing in the service area (students in 2 b) by the population of the remainder of the district (district population less proposed service area population)

   Generally if the new institution will provide a credit program only, only credit enrollment is used in all the calculations.

3. To derive total enrollment for the years between the current year and the first year the new institution will be open, multiply the participation rate calculated in step 2.a by the projected service area population for each year This method assumes no significant changes in participation rate between the last year for which enrollment data are available and the opening of the new institution This assumption may require variation based upon circumstances in the district (available space and resources, for example).

4. An assumption must be made at this point regarding the participation rate that will be reached in the service area after the new institution is open. Depending upon

how closely the new institution's curriculum resembles the course offerings available at other institutions in the district, and how closely the service area resembles the rest of the district, assume that the participation rate will reach 75% to 100% of the remainder of district participation rates. The participation rate for residents of the service area should not exceed the participation rate for the remainder of the district.

5. To project total enrollment for the new institution, calculate the difference between the participation rate for the proposed service area and the participation rate for the remainder of the district adjusted in step 4 ((2.c * x%) - 2 b) Add this figure to the participation rate for the outreach and existing institutions which will be moved to the new institution (step 2.a). The result will be the participation rate for the new institution, once it is established. Normally this new participation rate is phased in over the first three years of operation Total enrollment is the result of multiplying the projected population by the participation rate.

   Note. Some students included in the calculation of step 2.b may attend classes elsewhere in the district Generally, it is assumed that the participation of these students at other district facilities will remain constant throughout the projection, but this assumption may be adjusted depending upon the district's overall capacity and projected growth. For example, if the district's existing institutions can absorb more service area students, it may be appropriate to assume that they will serve a greater proportion If, however, the district's institutions are already impacted and population growth in the remainder of the district will exceed the capacity of the district's existing facilities, then it may be appropriate to assume that a smaller proportion will be served by existing facilities once the new institution is opened

6 The proportions of students in day credit, evening credit, and noncredit categories are to be based on the history of the programs being absorbed by the new institution, in line with the program description for the new institution, and applied to the projected enrollment total. Generally the proportions will not change until the new institution opens

7 Project the annual average WSCH to enrollment ratios for each category, day credit, evening credit, and noncredit, reflecting the developments described in the curriculum explanation. Generally ratios are held constant until the new institution opens, then gradually increased to more closely resemble the district's ratios. The ratios for a center are normally lower than they are for a fully developed college.

8. Calculate annual average WSCH for the projection period by multiplying enrollments by the ratios developed in the previous step. This process must be repeated for day credit, evening credit, and noncredit, then summed to the total.

References

California Postsecondary Education Commission *The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers -- Guidelines and Procedures.* Unnumbered Commission Report Sacramento: The Commission, 1975.

-- *Guidelines and Procedures for Review of New Campuses and Off-Campus Centers* Commission Report 82-34 Sacramento: the Commission, September 1982

-- *Guidelines for Review of Proposed Campuses and Off-Campus Centers A Revision of the Commission's 1982 Guidelines and Procedures for Review of New Campuses and Off-Campus Centers* Commission Report 90-9 Sacramento The Commission, January 1990

Appendix B

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DEPARTMENT OF FINANCE

SOUTHWESTERN COLLEGE SUPT/PRES.

GRAY DAVIS, GOVERNOR

915 L STREET SACRAMENTO CA 95814-3706

June 6, 2001

Allan Petersen
Educational and Facilities Planning
5340 Bunker Court
Fair Oaks, CA 95628

Dear Allan:

The Demographic Research Unit has reviewed and approves the following community college enrollment projection by the Southwestern Community College District for the Higher Education Center at Otay Mesa:

Higher Education Center at Otay Mesa

Year	Enrollment	Enrollment / WSCH	WSCH	FTES
2004	1,958	9.1	17,818	594
2005	2,583	10.0	25,825	861
2006	3,117	10.0	31,168	1,039
2007	3,651	10.0	36,511	1,217
2008	4,185	10.2	42,691	1,423
2009	4,720	10.2	48,140	1,605
2010	5,254	10.3	54,115	1,804
2015	7,828	10.5	82,195	2,740

While the projected Enrollment/WSCH ratios are unusually high for a new center, the enrollment, when compared with the latest population projection for Southwestern Community College District, appears to leave sufficient latitude for the district to achieve the projected WSCH and FTES.

We extend our best wishes for the success of the center.

Sincerely,

Mary Helm, Chief
Demographic Research Unit
Department of Finance

cc: Dr. Ernest Berg, Allan Petersen & Dr. Ernest Berg & Associates
Dr. Serafin A. Zasueta, Superintendent/President Southwestern Community College District
Fred Harris, Community Colleges Chancellor's Office
Walt Reno, Community College Chancellor's Office
Gil Velazquez, California Postsecondary Education Commission

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Appendix C

Letters Of Support*
Otay Mesa Educational Center

Educational Leaders

Edward M. Brand, Superintendent, Sweetwater Union High School District
Augustine P. Gallego, Chancellor, San Diego Community College District
Grace A. Kojima, Superintendent, San Ysidro School District
Lenora Neely, Assistant Principal, San Ysidro Adult School
Omero Suarez, Chancellor, Grossmont-Cuyamaco Community College District
Stephen Weber, President, San Diego State University

Community Leaders

Denise Trickett, President, San Diego Chamber of Commerce
Raymond Uzeta, President, Chicano Federation of San Diego, Inc.
Denise Moreno Ducheny, former Assemblymember, 79th District, California Legislature

Government

Shirley Horton, Mayor, City of Chula Vista
Diane Rose, Mayor, City of Imperial

*Copies of Letters on file with Needs Study

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Office of the Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations on higher education issues.

Members of the Commission

As of June 2002, the Commissioners representing the general public are:

Alan S. Arkatov, Los Angeles; Chair
Carol Chandler, Selma; Vice Chair
Lance Izumi, Sacramento
Kyo "Paul" Jhin, Malibu
Guillermo Rodriguez, Jr., San Francisco
Evonne Seron Schulze, San Diego
Olivia K. Singh, San Francisco
Howard Welinsky, Burbank
Melinda G. Wilson, Torrance

Representatives of California education systems are:

Irwin S. Field, Beverly Hills; appointed by the Office of the Governor to represent the Association of Independent California Colleges and Universities;

Robert L. Moore, Shadow Hills; appointed by the Board of Governors of the California Community Colleges;

Susan Hammer, San Jose; appointed by the California State Board of Education;

Anthony M. Vitti, Newport Beach; appointed by the Trustees of the California State University; and

Odessa P. Johnson, Modesto; appointed by the Regents of the University of California.

The two student representatives are:

Rachel Shetka, Santa Barbara
Vacant

Of the 16 Commission members, nine represent the general public, with three each appointed for six-year terms by the Office of the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Five others represent the major systems of postsecondary education in California. Two student members are appointed by the Office of the Governor.

Functions of the Commission

The Commission is charged by the Legislature and the Office of the Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Office of the Governor, the Commission performs specific duties of planning, evaluation, and coordination by cooperating with other State agencies and nongovernmental groups that perform those other governing, administrative, and assessment functions. The Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any colleges and universities.

Operation of the Commission

The Commission holds regular public meetings throughout the year at which it discusses and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school level in California. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren H. Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933; web site www.cpec.ca.gov.

The Otay Mesa Higher Education Center: An Off-Campus Facility of the Southwestern Community College District

Commission Report 02-09

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Summaries of these reports are available on the Internet at http://www.cpec.ca.gov. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

2001

01-5 *The Changing Role of Higher Education in Preparing California's Teachers* (May 2001)

01-6 *Needs Analysis for the Chaffey Community College District Fontana Center: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (July 2001)

01-7 *Examining Standardized Testing in the Context of University Admissions* (August 2001)

01-7a *California and Mexico: The Realities and Possibilities for Higher Education* (November 2001)

2002

02-01 *Fiscal Profiles, 2001: The Eleventh Annual in a Series of Factbooks About the Financing of California Higher Education* (January 2002)

02-02 *Needs Analysis for the West Hills College at Lemoore, West Hills Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (February 2002)

02-03 *Student Transfer in California Postsecondary Education* (February 2002)

02-04 *California Colleges and Universities, 2002: A Guide to California's Degree-Granting Institutions and to Their Degree, Certificate, and Credential Programs* (April 2002)

02-05 *The California Postsecondary Education Commission's Public Agenda: Priorities for Action* (April 2002)

02-06 *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers* (April 2002)

02-07 *Performance Indicators of California Higher Education, 2001: The Eighth Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (April 2002)

02-08 *The Condition of Higher Education in California, 2002* (May 2002)

02-09 *The Otay Mesa Higher Education Center: An Off-Campus Facility of the Southwestern Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (June 2002)

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